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Proposed strategic framework for the period 2012-2013

Part one: plan outline

Contents

		Page
I.	Background	2
II.	Longer-term objectives of the Organization	3
III.	Priorities for the period 2012-2013	10
IV.	Structure and format	11
	A. Objective of the Organization	11
	B. Expected accomplishments of the Secretariat	12
	C. Indicators of achievement	13
	D. Strategy	13
	E. Legislative mandates	14
Annex		
	Entities responsible for each subprogramme	15

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I. Background

1. The strategic framework for the period 2012-2013 has been prepared pursuant to General Assembly resolutions 58/269, 59/275, 61/235, 62/224, 63/247 and 64/229 and the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (ST/SGB/2000/8).

2. The General Assembly, in its resolution 58/269, requested the Secretary-General to prepare, on a trial basis, for submission to the Assembly, a biennial strategic framework to replace the four-year medium-term plan, which would comprise in one document: (a) part one: a plan outline, reflecting the longer-term objectives of the Organization; and (b) part two: a biennial programme plan to cover two years. The Assembly affirmed that the strategic framework should constitute the principal policy directive of the United Nations and should serve as the basis for programme planning, budgeting, monitoring and evaluation, in accordance with the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation. Pursuant to that resolution, the proposed strategic framework for the period 2006-2007 was submitted to the Assembly at its fifty-ninth session, through the Committee for Programme and Coordination at its forty-fourth session, in 2004. No decision could be reached on the plan outline. The Committee did not recommend approval of part one and the Assembly, in its resolution 59/275, decided to adopt only the biennial programme plan, which was issued with a short introduction listing the priorities approved by the Assembly.[1]

3. The proposed strategic framework for the period 2008-2009, comprising part one: plan outline and part two: biennial programme plan,[2] was submitted to the Assembly at its sixty-first session, through the Committee for Programme and Coordination at its forty-sixth session, in 2006. The Committee did not recommend approval of part one. The view was expressed that the plan outline focused on format and did not provide an idea of the challenges facing the Organization, of lessons learned, of positive experiences of the past period or of strategies to reform the Organization.

4. In its resolution 61/235, the General Assembly, having considered the report of the Committee for Programme and Coordination,[3] endorsed the conclusions and recommendations contained therein with respect to the biennial programme plan for the period 2008-2009, subject to the provisions of that resolution, and decided not to take a decision on the content of the plan outline. The Assembly therefore adopted only the biennial programme plan, which was issued with a short introduction listing the priorities approved by the Assembly.[4]

5. The proposed strategic framework for the period 2010-2011, comprising part one: plan outline and part two: biennial programme plan,[5] was submitted to the

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[1] *Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 6* and corrigendum (A/59/6/Rev.1 and Corr.1).

[2] A/61/6 (Part one) and A/61/6 (Prog. 1-13, 14/Rev.1 and 15-27).

[3] *Official Records of the General Assembly, Sixty-first Session, Supplement No. 16* and corrigendum (A/61/16 and Corr.1).

[4] Ibid., *Supplement No. 6* (A/61/6/Rev.1).

[5] A/63/6 (Part one) and A/63/6 (Prog. 1-27).

General Assembly at its sixty-third session, through the Committee for Programme and Coordination at its forty-eighth session, in 2008. In paragraph 58 of its report,[6] the Committee recommended that the Assembly approve the priorities for the period 2010-2011 contained in paragraph 45 of the plan outline. In addition, while recognizing the improvement in the logistical framework, the Committee recommended that the Assembly continue to request the Secretary-General to present future plan outlines of the proposed frameworks taking fully into account the guidelines provided by the Assembly in its resolutions 59/275, 61/235 and 62/224, as well as subsequent resolutions, so as to ensure that they more accurately capture the longer-term objectives of the Organization, based on all mandates that had been approved by the Assembly.

6. In its resolution 63/247, the General Assembly, having considered the report of the Committee for Programme and Coordination,[6] endorsed the conclusions and recommendations contained therein with respect to the biennial programme plan for the period 2010-2011, contained in chapter II, section B, and stressed that setting the priorities of the United Nations was the prerogative of Member States, as reflected in legislative mandates.

7. The General Assembly, in its resolution 58/269, requested the Secretary-General to submit a report, through the Committee for Programme and Coordination, reviewing the experiences gained with the changes made in the planning and budgeting process, in order to review, with a view to taking a final decision at its sixty-second session, the format, content and duration of the strategic framework, including the necessity of maintaining part one. By its resolution 62/224, the Assembly endorsed the conclusions and recommendations of the Committee on programme planning as contained in its report,[7] and decided, inter alia:

- To maintain the strategic framework as the principal policy directive of the United Nations, which serves as the basis for programme planning, budgeting, monitoring and evaluation, with effect from the biennium 2010-2011
- To continue to include part one: plan outline in the strategic framework
- To request the Secretary-General to improve the format of part one and the reflection of the longer-term objectives therein by, inter alia, elaborating on the priorities of the United Nations agreed to by the Member States, in accordance with resolutions 59/275 and 61/235

8. As requested by the Committee for Programme and Coordination in paragraph 50 of its report on its forty-sixth session,[3] a table with information for each programme, setting out the entities responsible for each subprogramme, is provided herein (see annex).

II. Longer-term objectives of the Organization

9. A principal criterion established by Member States for the preparation of the strategic framework is the setting of longer-term objectives consistent with all the relevant legislative mandates in all areas of the activities of the United Nations. While it is not practical to list all the relevant mandates, the mandates collectively

[6] *Official Records of the General Assembly, Sixty-third Session, Supplement No. 16* (A/63/16).
[7] Ibid., *Sixty-second Session, Supplement No. 16* (A/62/16).

form the basis for the preparation of proposals for the period 2012-2013. Consequently, the strategic framework for the period 2012-2013 is a translation of legislative mandates into programmes and subprogrammes. A summary of key legislative mandates is included at the end of each programme in the biennial programme plan.

10. Consistent with past practice, the objectives stated in the biennial programme plan are not limited to a two-year period and consequently contribute to the overall longer-term objectives of the Organization. In accordance with resolution 59/275, the strategic framework for 2012-2013 has been prepared taking due account of the internationally agreed development goals, including those contained in the United Nations Millennium Declaration (resolution 55/2) and the outcomes of the major United Nations conferences and international agreements since 1992, including the 2005 World Summit Outcome (resolution 60/1). Priorities for the period 2012-2013 are detailed in section III below, and further information on the format and structure of the strategic framework and the incorporation of legislative mandates therein is provided in section IV.

11. As the United Nations enters the second decade of the new millennium, it faces important new opportunities and unprecedented challenges. Increased globalization is continuing to link the fate of Governments and their peoples in unprecedented ways. On the positive side, globalization is strengthening a sense of global community through the expansion of global communications and through convergence on a universal normative framework. On the negative side, it is increasing the complexity and accelerating the spread of global threats. The past half decade has seen serious food and fuel shortages, financial instability followed by global economic crisis, persistent environmental degradation and the visible negative impact of climate change. Violence within societies and across borders continues to make peace and stability elusive in many parts of the world, and certain regions are plagued by the symbiotic relationship that has developed between organized crime and intra- and inter-State conflict.

12. Over the next 5 to 10 years, a number of key issues are likely to dominate the international agenda and will therefore require focused attention by the United Nations. Some of those issues are directly related to the core work of the United Nations of past years, while others are relatively new and are a function of a changing world.

Promotion of sustained economic growth and sustainable development

13. The recent world financial and economic crisis has led to a marked increase in extreme poverty. In some cases the crisis catalysed a reversal and in others a halt in progress towards reaching the Millennium Development Goals. The crisis has left many communities, households and individuals more vulnerable than at the beginning of the decade.

14. A number of ecological trends, including climate change, biodiversity loss, ocean acidification and water stress, are further threatening sustainable economic development and poverty eradication.

15. To respond, the Organization will need to strengthen its efforts to help Member States develop policies and programmes that will assist them in delivering on the internationally agreed development goals, and specifically the commitments made in

the Millennium Declaration, the International Conference on Financing for Development, held in 2002 in Monterrey, Mexico, the World Summit on Sustainable Development, held in 2002 in Johannesburg, South Africa, the 2005 World Summit, held in New York and the High-level Plenary Meeting on the Millennium Development Goals, to be held in New York in September 2010.

16. Across the board, efforts will need to be made to help Member States scale up their strategies for achieving all of the Millennium Development Goals. The outcome of the High-level Plenary Meeting, which will be attended by Heads of State or Government, will provide a road map for strengthening United Nations engagement. The Organization will have to pay particular attention in 2012-2013 to the Millennium Development Goals that are proving the most difficult to attain, including in the areas of global health, women's empowerment, environmental sustainability and hunger. The Secretary-General will continue to bring together all the relevant actors within and outside the United Nations system to address those issues, with the support of the membership.

17. Making the new gender entity fully functional by ensuring that it has the financial and human resources necessary to enable it to carry out its agreed functions will continue to be a challenge for the Organization. Actions to address sexual violence in both conflict and non-conflict situations will need to be strengthened. An important first step has been taken in this direction by the Secretary-General in his appointment in 2010 of a Special Representative on Sexual Violence in Conflict. Similarly, the Organization will need to work with Member States to further promote women in leadership positions across sectors in local, national and international arenas. Much has already been done under the leadership of the Secretary-General, who intends to do far more to address those issues within the United Nations, especially in peacekeeping and among the Professional staff.

18. In the short time left before 2015, there is a particular urgency in addressing the needs of the most vulnerable populations, who have found their coping capacity seriously undermined by an accumulation of other crises caused by climate change, food and fuel shortages and the global financial and economic downturn. Work already under way to address those challenges, including United Nations assistance to Governments in designing and implementing programmes that enhance food security, promote trade, strengthen social protection, encourage job creation and foster social stability, will need to intensify in 2012-2013. The Organization will need to work closely with Member State groupings to ensure that the voice of the poor is not left unheard.

19. The threat that climate change poses to the world cannot be underestimated: it is the defining challenge of our generation. Scientists predict that rising temperatures will lead to sea level rise, land loss in low-lying areas, changing disease patterns, changing agricultural growing patterns and wide-ranging displacements of populations. It will ultimately affect the global economy, paths of development and international security. Yet, securing commitments to make adequate emission cuts, reduce reliance on high-emission growth and adopt mitigation measures has proved to be extremely difficult.

20. It is expected that Member States will reach an agreement that will guide climate change action beyond 2012, when the first commitment period of the Kyoto Protocol ends. The Organization will continue to work with the membership, providing a forum for dialogue and the support systems necessary for monitoring

and supporting compliance with the 2008-2012 Kyoto Protocol commitments, implementation measures for adaptation, technology, finance and mitigation, including the Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries, as well as measurement, reporting and verification for emission reductions and financial support.

21. Food security is a main driver for achieving economic growth and enabling sustainable development. In accordance with the agreed Rome Principles, in 2012 and 2013 the United Nations system will continue to support countries as they address the full range of food security dimensions, such as immediate food assistance, nutrition, social protection and safety nets, support to smallholder farmer food production, trade and market access and sustainable management of natural resources. The Organization will strengthen emphasis on access to food and nutrition through important system-wide efforts to improve global food and nutrition security and achieve Millennium Development Goal 1, eradicating extreme poverty and hunger, under the leadership of the Secretary-General.

22. In approaching economic sustainability and development challenges, the United Nations will need to increasingly take into account population growth and demographic shifts, which promise to be dramatic over the next two decades. By 2012, demographers anticipate that the world's population will exceed 7 billion, while by 2025 it is likely to reach 8 billion. Nearly all of the projected population explosion will be in developing regions, specifically in Africa and Asia. Population growth will give rise to tremendous strains on resources and institutions. Several regions are likely to experience a youth bulge. Without access to gainful employment, there are some concerns that young people may seek to address the social and economic challenges confronting them by resorting to violence and exacerbating local and regional instabilities.

23. Another dimension of demographic dynamics is population ageing in developed countries, and increasingly in some developing countries, which will put mounting pressures on pension and health-care systems. The United Nations system will work in close coordination with Member States and other relevant stakeholders to identify action priorities that require immediate attention and that will be carried forward in the biennium 2012-2013.

24. Finally, migration into cities and emigration to more developed resource-rich regions is likely to further challenge development efforts, strain resources and give rise to tensions. In 2012-2013, the United Nations will need to intensify its research on the implications of large demographic shifts and work with Member States to adapt existing development programmes. The second high-level dialogue of the General Assembly on migration and development, scheduled for 2013, will offer an important platform from which to advance discussion and action.

25. These social, economic and environmental challenges will be addressed in a comprehensive, integrated and balanced way by the membership at the United Nations conference on sustainable development, to be held at the highest possible level, including Heads of State and Government, in Rio de Janeiro, Brazil, in 2012. The Organization will provide coordinated, coherent and effective support for the conference, under the leadership of the Secretary-General, by assisting Member States in adopting a forward-looking, focused strategy leading to long-term global sustainability.

Maintenance of international peace and security

26. The promotion of international peace and security will remain at the core of the work of the United Nations in 2012-2013. The persistence of conflicts, frozen as well as active, including those in the Middle East, Iraq, the Sudan, Afghanistan and the Great Lakes region of Africa, as well as the emergence of new sources of insecurity in regions, including the Horn of Africa, pose challenges to which the United Nations cannot afford to remain indifferent. The absence of peace and the persistence and exacerbation of armed conflicts have devastating effects on civilian populations, drastically undermining countries' development efforts and seriously straining the scarce financial and human resources of the United Nations.

27. The need for the Organization to provide peacekeeping support to many areas of the world continues to be critical. In addition to the continued implementation of peacekeeping reform measures adopted in previous bienniums, the United Nations will need to augment its capacities through better outreach to contributing countries and by leveraging partnerships with regional organizations that can provide peacekeeping support. Without the full political, financial and logistical backing of Member States at all stages, peacekeeping operations are liable to fail, and the credibility of the United Nations will be severely damaged.

28. The prevention of conflict is the most cost-effective way of maintaining peace and security. Ensuring that the Organization has an effective platform for preventive diplomacy and is able to quickly and easily deploy its good offices in the prevention and resolution of disputes between and within nations is critical. Continued investment and attention to developing this dimension of the Organization's work will be necessary in 2012-2013.

29. While conflict prevention and peacekeeping are critical, it is equally important to ensure that societies emerging from conflict do not fall back. In 2012-2013, the Organization must work to support the Peacebuilding Commission in its efforts to sustain peace in conflict-affected countries by garnering international support for nationally owned and led peacebuilding efforts and by implementing the recommendations emanating from the review of the peacebuilding architecture and civilian capacities conducted in the previous biennium.

30. The security environment for United Nations personnel has continued to deteriorate in many locations. From Baghdad to Algiers and from Somalia to Pakistan and Afghanistan, United Nations employees have been exposed to increased threats as well as overt targeted terrorist attacks. Less spectacular attacks, such as the kidnapping or murder of individual staff members, remain a potent weapon against the Organization, diverting attention and leading to a drastic reduction in regular activities in ongoing crises. In the face of increasing demands on the United Nations in 2012-2013, the Organization must be given the tools to ensure the necessary staff security and safety to conduct peacekeeping, humanitarian and development operations.

31. In the past decade, Africa achieved impressive rates of economic growth, averaging above 5 per cent. The adoption by many Governments of internal reforms in conjunction with a favourable external environment led to this progress. Then the global financial and economic crisis eroded previous gains and reduced average output growth to about 1.6 per cent in 2009, below the rate of population growth.

Growth rates are predicted to improve, but may stay below their potential for years to come.

32. In this context, the United Nations will need to work with the New Partnership for Africa's Development and the Millennium Development Goals Africa Steering Group to continue to strengthen international support for the African development agenda.

33. Peace and security are key to creating an environment in which economic recovery can flourish. In order to forward Africa's core development goals, the United Nations will need to enhance its support to the African security agenda through close support to and partnership with the African Union and by establishing close collaborative relations with regional and subregional organizations.

Promotion of human rights, justice and international law

34. While there has been important growing convergence globally regarding respect for human rights and support for justice and international law, the United Nations will need to engage with Member States in 2012-2013 to build capacity, strengthen existing institutions and, when and where necessary, develop new legal instruments.

35. The United Nations will need to work with Member States to facilitate the achievement by the Human Rights Council of its mandate and to promote progress towards universal ratification of the Rome Treaty. The Organization will also continue to work with Member States to operationalize the responsibility to protect through appropriate diplomatic, humanitarian and other peaceful means, as mandated by the General Assembly.

Effective coordination of humanitarian assistance efforts

36. The demand for humanitarian assistance is unlikely to decrease in 2012-2013. On the conflict side, while the 1990s saw a period of steady decline in the number of armed conflicts in the world, this downward trend has stopped. The trend threatens to reverse as the risk of conflict sparked by global trends, such as resource scarcity, increases. The conflicts are predominantly intra-State. On the disaster front, natural catastrophes are taking a hard toll on many nations, affecting particularly the most vulnerable groups. Demand for United Nations support is likely to continue to increase as the incidence of certain types of natural disasters (e.g., hurricanes, floods and drought) rises, catalysed by new weather patterns associated with climate change. The Organization will thus need to strengthen its efforts to promote effective disaster risk reduction strategies that will limit the exposure and vulnerability of communities and build the resilience of nations and communities to natural hazards.

37. In 2012-2013, the United Nations will also have to find ways to address a range of relatively new challenges that are undermining its efforts to provide effective assistance to populations requiring humanitarian support. These include increasing accessibility problems, unsafe operating environments and decreasing respect for United Nations immunity in the field. It will also need to develop its policies for dealing with constant, prolonged and protracted crises where populations require longer-term support. The multiplier effect of one global crisis after another on populations, coupled with a growing range of national, regional and international actors who are eager to provide assistance to populations in need,

suggests the importance for the United Nations of drawing upon regional and national capacities to prepare for and respond to crises requiring humanitarian support. It also suggests an even greater role for the United Nations system in coordinating multiple external actors.

Disarmament

38. As in the past biennium, sustained attention must be dedicated to disarmament and the non-proliferation of weapons of mass destruction. The danger that nuclear armaments pose to humanity remains a matter of major concern, in particular the risk associated with their potential use by terrorist groups. Against that background, the United Nations should continue to advocate for concrete steps, aiming to undertake multilateral negotiations on nuclear disarmament and the strengthening of the international non-proliferation regime. It should also step up its efforts to halt the proliferation of small arms and light weapons, which undermines the security of individuals, countries and regions that can least afford it.

39. There are two new non-traditional areas of threat where the United Nations may need to begin to focus its attention in 2012-2013. They are unique in that they are sources of tremendous opportunity and growth for many countries, while at the same time posing risks that need to be managed. First, the United Nations needs to begin to address how best to manage emerging technologies in both the life sciences and the physical sciences. The challenge will be how best to follow up on the decision of world leaders in 2005 to promote biotechnology benefits while mitigating the risks of misuse.

40. Second, the cyber-realm requires some concerted attention, as threats to basic critical infrastructures at the national and international levels are likely to rise over the next few decades with the expansion of e-commerce and use of information technologies to drive economic efficiencies, economic development and global knowledge-sharing. The United Nations will need to build its own internal capacity in order to effectively address these emerging issue areas.

Drug control, crime prevention and combating international terrorism in all its forms and manifestations

41. In 2012-2013, the United Nations will need to further strengthen and increase its engagement on two growing threats: international crime and terrorism.

42. Actions against the world drug problem, global criminal activity and terrorism in all its forms and manifestations are a common and shared responsibility that must be addressed in a multilateral setting and require an integrated and balanced approach. As such, the United Nations is uniquely placed to counter terrorism. The counter-terrorism strategy adopted by the General Assembly in 2006 represents an important step in the right direction, and its full implementation by all stakeholders must remain a shared objective of the global community.

43. Unfortunately, the threat to international peace and security posed by acts of terror is increasing in salience, and the need for an international comprehensive convention on terrorism is becoming ever more important. In 2012-2013, the Organization will need to bolster its efforts to help the membership finally conclude its long-standing negotiations on a convention.

44. The Organization must make the world safer from drugs and crime, which interact profoundly with development, peace and security and the rule of law. That is why the United Nations will continue to work closely with all the relevant stakeholders, through the United Nations Office on Drugs and Crime in particular, to fight these scourges.

Effective functioning of the Organization

45. Effective action by the United Nations across this broad range of areas will be essential if the Organization is to achieve its long-term objectives of promoting economic growth and sustainable development, responding to unprecedented challenges to international peace and security and enhancing respect for human rights around the world. The Organization, guided by its strategic framework, must make an explicit effort to concentrate resources where it can have the largest impact and ensure that it takes action to modernize its processes, introduce cost-effective measures and reward excellence and achievement.

46. Significant progress was made in realigning the United Nations with new global realities. But more has to be done. Change management initiatives must continue, and the Organization has to commit to continuously improving the way in which it does business, such as through the current enterprise resource planning and International Public Sector Accounting Standards projects. It must continue to build a flexible and mobile workforce for the twenty-first century. The Organization's increasingly complex mandates require a multi-skilled and versatile workforce that is able to function across disciplines with a variety of partners. Efforts have to continue to improve internal control mechanisms to create a more accountable Organization in line with General Assembly resolution 64/259.

III. Priorities for the period 2012-2013

47. It is recalled that for the periods 1998-2001, 2002-2005, 2006-2007, 2008-2009 and 2010-2011, the General Assembly identified eight priority areas, which covered the bulk of the substantive activities of the Organization. As the conditions that led to those priorities persist, the Assembly may wish to consider reaffirming or amending, as appropriate, the following priorities for the period 2012-2013, namely:

(a) Promotion of sustained economic growth and sustainable development in accordance with the relevant resolutions of the General Assembly and recent United Nations conferences;

(b) Maintenance of international peace and security;

(c) Development of Africa;

(d) Promotion of human rights;

(e) Effective coordination of humanitarian assistance efforts;

(f) Promotion of justice and international law;

(g) Disarmament;

(h) Drug control, crime prevention and combating international terrorism in all its forms and manifestations.

IV. Structure and format

48. In accordance with General Assembly resolutions 58/269, 62/224 and 63/247, the strategic framework comprises part one: plan outline and part two: biennial programme plan. The plan covers 27 programmes, each of which corresponds to the work carried out by an organizational entity, usually at the departmental level (congruent with the relevant section of the programme budget) and is subdivided into a number of subprogrammes. Those in turn correspond to an organizational entity, generally at the level of a division.

49. The presentation of each programme of the biennial plan in part two includes: (a) the overall orientation, reflecting the raison d'être of the programme as a whole, changes as a result of the programme's intervention and the anticipated benefits for its end-users; (b) the subprogrammes; and (c) a list of legislative mandates. Each subprogramme follows results-based-budgeting concepts with respect to the use of the logical framework, reflecting the following elements: (a) the objective of the Organization; (b) the expected accomplishments of the Secretariat; and (c) the indicators of achievement, all of which will form the basis of the forthcoming proposed programme budget. Each subprogramme includes the strategy to be employed for attaining the expected accomplishments.

50. In line with the recommendation of the Committee for Programme and Coordination in paragraph 57 of its report on its forty-eighth session,[6] in developing the logical framework, programme managers took into account the obstacles, challenges, lessons learned and unmet goals encountered in the previous biennium, as reflected in the programme performance report.

51. Through the use of the logical framework, which provides clearer articulation of objectives (the raison d'être of the subprogramme), expected accomplishments (benefits to end-users as a consequence of outputs in order to meet the objective) and indicators of achievement (to measure whether or not accomplishments were attained), programme managers are given the basic tools for determining the relevance, usefulness, efficiency and effectiveness of the work of the Organization. The refinements made to the logical framework and practice of results-based management in the implementation of the mandated programmes and activities is intended to improve the performance of the Secretariat, to improve accountability in line with General Assembly resolution 64/259, wherein the General Assembly decided that accountability included achieving objectives and high-quality results in a timely and cost-effective manner and fully implementing and delivering on all mandates to the Secretariat as approved by United Nations intergovernmental bodies and other subsidiary organs established by them in compliance with all resolutions, regulations, rules and ethical standards, and to ensure a fully results-oriented Organization.

A. Objective of the Organization

52. The objective is expressed at the level of the Organization as a whole (Member States and Secretariat), rather than at the level of either intergovernmental or Secretariat action only. In other words, the objective reflects what the subprogramme intends to achieve, not what needs to be done by the entity responsible for implementing it. For example, an objective might be *"to maintain international*

peace and security through prevention, control and resolution of conflicts through peaceful means", an objective of the Organization as a whole, but not "to monitor and analyse situations of potential conflict", an activity that is carried out by the Department of Political Affairs. The objective, in terms of the logical framework for programme design, is at the highest level.

53. Efforts have been made to be more precise and succinct in formulation of the objectives, capturing the essence of the subprogramme, by providing a clearer picture of the difference each subprogramme is intended to make for its beneficiaries and reflecting language that has been adopted by Member States. The objectives stated in the biennial programme plan are not limited to a two-year period.

B. Expected accomplishments of the Secretariat

54. Expected accomplishments (also known as "expected results") are intended to reflect the consequence of the products and services to be delivered by the Secretariat within a two-year period. Expected accomplishments show benefits to end-users, and it is therefore incumbent upon programme managers to pay particular attention to the many categories of targeted beneficiaries. Expected accomplishments, when they occur, lead to the fulfilment of the objective. In other words, in terms of the hierarchy of programme design, expected accomplishments appear at a lower level than the objective.

55. While some of the expected accomplishments of the Secretariat cannot be attributable entirely to the Secretariat owing to the many stakeholders concerned, it is nevertheless feasible to acknowledge that a plausible claim can be made that the activities undertaken and the outputs and services delivered by the Secretariat — when properly designed and effectively implemented — contribute to those results. That claim can be further justified by the fact that programme managers, at the budget preparation stage, are required to determine the nature and scope of activities and outputs and select those that would ensure achievement of the expected accomplishments that are reflected in the biennial programme plan.

56. In accordance with General Assembly resolution 63/247 and the recommendations made by the Committee for Programme and Coordination in paragraph 55 of its report,[6] coordinated efforts were made to better formulate suitable expected accomplishments in such a way that, at the budget preparation stage, all activities and outputs mandated by Member States would be effectively and efficiently included. Refinements of the logical framework are intended to facilitate the collection of meaningful data to provide more useful evidence to demonstrate the extent to which results have or have not occurred. Such data would be useful not only for reporting more effectively on programme performance to Member States, but also for planning future activities. While internal management tasks, including assessments of the quality and efficiency of the work of the Secretariat, continue to be undertaken on a regular basis, the focus of the strategic framework is on the expected results occurring external to each subprogramme and the impact on beneficiaries.

57. While a subprogramme might have many individual expected accomplishments, a determination is made to highlight and include in the biennial programme plan only those that are key and most representative of the subprogramme.

C. Indicators of achievement

58. In accordance with General Assembly resolution 63/247 and the recommendations made by the Committee for Programme and Coordination in paragraph 56 of its report,[6] in which the Committee recognized the improvement in the logical framework and recommended that the Assembly continue to encourage programme managers to further improve the qualitative aspects of indicators of achievement in order to enable better evaluation of results, bearing in mind the importance of defining the indicators in a way that ensured their clear measurability, efforts continue to be made to focus on selecting key indicators of achievement that are clearly linked to the expected accomplishments, are useful for determining the difference made by the subprogramme and are measurable. The indicators, for the most part, have been formulated to show exactly the data that will be collected for the measurement of the expected accomplishments. A major challenge continues to be the selection, at the stage of planning, of key or strategic indicators that would be meaningful and helpful for determining whether or not results were obtained. At the implementation level, however, more indicators could be used to measure other aspects of the subprogramme's work. It is stressed that the indicators would measure only the contribution made by the entity implementing the subprogramme and not that made by other stakeholders.

59. Progress has been made in improving the qualitative aspects of indicators of achievement to enable better evaluation of qualitative changes in services provided, and efforts continue to be made in the area of performance measurement, although the selection of key indicators continues to be a difficult exercise, not unlike what has been experienced at the national level and by other entities of the United Nations system. Improvements have been made since the introduction of results-based-budgeting concepts, and there is now clear evidence of many more indicators that are measurable and articulated in a way that would show exactly the data that will be collected. The performance measures, namely, the baselines and targets, do not appear in the biennial programme plan, but will be included in the programme budget. Experience gained in the analysis of trends on the basis of data collected for measuring results continues to be an essential tool in refining indicators of achievement and ensuring greater measurability, validity, reliability, usefulness in determining the effectiveness and relevance of the programme/subprogramme's activities and accountability.

D. Strategy

60. The strategy ("how are we getting there?") highlights the focus of efforts to be made within a two-year period to meet the needs of intended beneficiaries. It reflects the approach to be taken to ensure that the expected accomplishments occur, not the particular activities to be undertaken or the individual outputs to be delivered. For example, a strategy could be "ensuring that development issues are adequately addressed in intergovernmental debate", not "conducting a meeting" or "preparing a report", which are activities.

61. Efforts have been made to avoid referring to specific activities and outputs in the biennial programme plan and to continue to reinforce the linkage between the strategies employed and the expected accomplishments so as to ensure that expected

accomplishments will genuinely contribute to the attainment of long-term objectives.

E. Legislative mandates

62. Legislative mandates, which are listed at the end of each programme, are addressed to Governments, intergovernmental bodies, United Nations organizations and other entities, as well as to the Secretary-General. Programmes and subprogrammes are established to ensure the successful implementation of those mandates. Responsibility for the success of the programme is therefore not the exclusive preserve of Member States (acting individually or in intergovernmental bodies) or of the Secretariat. It is a collective responsibility, and success in achieving the objectives and expected accomplishments is a measure of the degree of success of the international community, working in a harmonious partnership between Member States and the Secretariat.

63. Based on that principle of collective responsibility, the objectives, expected accomplishments and indicators of achievement are formulated to address not only the work of the Secretariat but also the achievement of the subprogramme as a whole in terms of benefits or positive changes for its intended beneficiaries. Member States address to the Secretary-General their requests for assistance or collaboration in, inter alia, peace operations, electoral processes, application of international norms and standards, compliance with obligations under international instruments and economic and social development. Sometimes the work of the Secretariat involves collaboration and cooperation with other United Nations entities, civil society and the private sector in pursuit of the objectives. The positive changes sought are the consequence of the concerted efforts of many stakeholders.

64. There are general mandates that provide the overall orientation of programmes and subprogrammes, and there are specific mandates that require the Secretary-General to undertake a particular activity or to deliver a specific output. The distinction is an important one for the preparation of a plan, since the planning stage focuses on a strategy to translate general legislative mandates into expected accomplishments, while the budget preparation stage takes fully into account the specific requests for individual outputs. The list of outputs therefore does not appear in the strategic framework; it will appear only in the programme budget.

65. The preparation of the biennial programme plan involves not only the participation of all departments, but also the review by relevant specialized intergovernmental bodies of those programmes falling within their sphere of competence. Recommendations by those bodies for modifications to the proposed biennial programme plan are incorporated when available. In cases where it has not been possible to incorporate changes owing to the scheduling of meetings, the recommendations of those intergovernmental bodies are made available to the Committee for Programme and Coordination at the time of its review.

Annex

Entities responsible for each subprogramme

Programme	*Entities*
1. General Assembly and Economic and Social Council affairs and conference management	Department for General Assembly and Conference Management at Headquarters and the conference-servicing organizational entities at the United Nations Offices at Geneva, Vienna and Nairobi
A. Conference management, New York	
Subprogramme 1. General Assembly and Economic and Social Council affairs	General Assembly and Economic and Social Council Affairs Division
Subprogramme 2. Planning and coordination of conference services	Central Planning and Coordination Service
Subprogramme 3. Documentation services	Documentation Division
Subprogramme 4. Meetings and publishing services	Meetings and Publishing Division
B. Conference management, Geneva	
Subprogramme 2. Planning and coordination of conference services	Central Planning and Coordination Service
Subprogramme 3. Documentation services	Languages Service; Proofreading, Editing and Publications Section of the Publishing Service; and the Editing and Referencing Units of the Documents Management Section of the Central Planning and Coordination Service
Subprogramme 4. Meetings and publishing services	Interpretation Service, Publishing Service and Text-Processing Units of the Translation Sections of the Languages Service
C. Conference management, Vienna	
Subprogramme 2. Planning and coordination of conference services	Planning, Coordination and Meetings Section, Conference Management Service
Subprogramme 3. Documentation services	Six Translation Sections, Text-Processing Sections, Editorial Control Unit and Library and Linguistic Support Unit
Subprogramme 4. Meetings and publishing services	Interpretation Section, Electronic Publishing Unit and Reproduction and Distribution Unit
D. Conference management, Nairobi	
Subprogramme 2. Planning and coordination of conference services	Planning and Coordination Section, Division of Conference Services

Programme	*Entities*
Subprogramme 3. Documentation services	Translation and Editorial Section
Subprogramme 4. Meetings and publishing services	Interpretation and Publishing Sections
2. Political affairs	Department of Political Affairs
Subprogramme 1. Prevention, management and resolution of conflicts	Regional divisions; Policy and Mediation Division and special political missions substantively administered by the regional divisions
Subprogramme 2. Electoral assistance	Electoral Assistance Division
Subprogramme 3. Security Council affairs	Security Council Affairs Division
Subprogramme 4. Decolonization	Decolonization Unit
Subprogramme 5. Question of Palestine	Division for Palestinian Rights
Subprogramme 6. Counter-Terrorism Implementation Task Force	Office of the Counter-Terrorism Implementation Task Force
Subprogramme 7. Office of the United Nations Special Coordinator for the Middle East Peace Process	Office of the United Nations Special Coordinator for the Middle East Peace Process
Subprogramme 8. Peacebuilding Support Office	Peacebuilding Support Office
Subprogramme 9. United Nations Register of Damage Caused by the Construction of the Wall in the Occupied Palestinian Territory	Office of the Register of Damage
3. Disarmament	Office for Disarmament Affairs
Subprogramme 1. Multilateral negotiations on arms limitation and disarmament	Conference on Disarmament Secretariat and Conference Support Branch at the United Nations Office at Geneva
Subprogramme 2. Weapons of mass destruction	Weapons of Mass Destruction Branch
Subprogramme 3. Conventional arms (including practical disarmament measures)	Conventional Arms Branch
Subprogramme 4. Information and outreach	Information and Outreach Branch
Subprogramme 5. Regional disarmament	Regional Disarmament Branch
4. Peacekeeping operations	Department of Peacekeeping Operations and Department of Field Support
A. Peacekeeping operations	
Subprogramme 1. Operations	Office of Operations
Subprogramme 2. Military	Office of Military Affairs

Programme	*Entities*
Subprogramme 3. Rule of law and security institutions	Office of Rule of Law and Security Institutions
Subprogramme 4. Policy, evaluation and training	Policy, Evaluation and Training Division
Subprogramme 5. Field Administrative support	Field Personnel Division and Field Budget and Finance Division
Subprogramme 6. Integrated support services	Logistics Support Division and the Communications and Information Technology Service
B. Peacekeeping missions	
1. United Nations Truce Supervision Organization	United Nations Truce Supervision Organization
2. United Nations Military Observer Group in India and Pakistan	United Nations Military Observer Group in India and Pakistan
5. Peaceful uses of outer space	Office for Outer Space Affairs
6. Legal affairs	Office of Legal Affairs
Subprogramme 1. Provision of legal services to the United Nations as a whole	Office of the Legal Counsel
Subprogramme 2. General legal services provided to United Nations organs and programmes	General Legal Division
Subprogramme 3. Progressive development and codification of international law	Codification Division
Subprogramme 4. Law of the sea and ocean affairs	Division for Ocean Affairs and the Law of the Sea
Subprogramme 5. Progressive harmonization, modernization and unification of the law of international trade	International Trade Law Division
Subprogramme 6. Custody, registration and publication of treaties	Treaty Section
7. Economic and social affairs	Department of Economic and Social Affairs
Subprogramme 1. Economic and Social Council support and coordination	Office for Economic and Social Council Support and Coordination

Programme	*Entities*
Subprogramme 2. Gender issues and advancement of women	Office of the Special Adviser on Women and Gender Issues and Advancement of Women, and Division for the Advancement of Women
Subprogramme 3. Social policy and development	Division for Social Policy and Development
Subprogramme 4. Sustainable development	Division for Sustainable Development
Subprogramme 5. Statistics	Statistics Division
Subprogramme 6. Population	Population Division
Subprogramme 7. Development policy and analysis	Development Policy and Analysis Division
Subprogramme 8. Public administration and development management	Division for Public Administration and Development Management
Subprogramme 9. Sustainable forest management	Secretariat of the United Nations Forum on Forests
Subprogramme 10. Financing for development	Financing for Development Office
8. Least developed countries, landlocked developing countries and small island developing States	Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
Subprogramme 1. Least developed countries	Least Developed Countries Unit
Subprogramme 2. Landlocked developing countries	Landlocked Developing Countries Unit
Subprogramme 3. Small island developing States	Small Island Developing States Unit
9. United Nations support for the New Partnership for Africa's Development	Office of the Special Adviser on Africa
Subprogramme 1. Coordination of global advocacy of and support for the New Partnership for Africa's Development	Office of the Special Adviser on Africa
Subprogramme 2. Regional coordination of and support for the New Partnership for Africa's Development	Economic Commission for Africa

Programme	*Entities*
Subprogramme 3. Public information and awareness activities in support of the New Partnership for Africa's Development	Department of Public Information
10. Trade and development	United Nations Conference on Trade and Development
Subprogramme 1. Globalization, interdependence and development	Division on Globalization and Development Strategies
Subprogramme 2. Investment and enterprise	Division on Investment and Enterprise
Subprogramme 3. International trade	Division on International Trade in Goods and Services and Commodities
Subprogramme 4. Technology and logistics	Division on Technology and Logistics
Subprogramme 5. Africa, least developed countries and special programmes	Division for Africa, Least Developed Countries and Special Programmes
Subprogramme 6. Operational aspects of trade promotion and export development	International Trade Centre UNCTAD/WTO
11. Environment	United Nations Environment Programme
Subprogramme 1. Climate change	Division of Technology, Industry and Economics
Subprogramme 2. Disasters and conflicts	Division of Environmental Policy Implementation
Subprogramme 3. Ecosystem management	Division of Environmental Policy Implementation
Subprogramme 4. Environmental governance	Division of Environmental Law and Conventions
Subprogramme 5. Harmful substances and hazardous waste	Division of Technology, Industry and Economics
Subprogramme 6. Resource efficiency and sustainable consumption and production	Division of Technology, Industry and Economics
12. Human settlements	United Nations Human Settlements Programme
Subprogramme 1. Shelter and sustainable human settlements development	Shelter and Sustainable Human Settlements Development Division
Subprogramme 2. Monitoring the Habitat Agenda	Monitoring and Research Division
Subprogramme 3. Regional and technical cooperation	Regional and Technical Cooperation Division

Programme	*Entities*
Subprogramme 4. Human settlements financing	Human Settlements Financing Division
13. International drug control, crime and terrorism prevention and criminal justice	United Nations Office on Drugs and Crime
Subprogramme 1. Countering transnational organized crime and trafficking	Division for Treaty Affairs
Subprogramme 2. Countering corruption	Division for Treaty Affairs
Subprogramme 3. Terrorism prevention	Division for Treaty Affairs
Subprogramme 4. Justice	Division for Operations
Subprogramme 5. Health and livelihoods (drugs and HIV)	Division for Operations
Subprogramme 6. Research and trend analysis	Division for Policy Analysis and Public Affairs
Subprogramme 7. Policy support	Division for Policy Analysis and Public Affairs
14. Economic and social development in Africa	Economic Commission for Africa
Subprogramme 1. Macroeconomic analysis, finance and economic development	Economic Development and New Partnership for Africa's Development Division
Subprogramme 2. Food security and sustainable development	Food Security and Sustainable Development Division
Subprogramme 3. Governance and public administration	Governance and Public Administration Division
Subprogramme 4. Information and science and technology for development	Information and Communications Technology and Science and Technology Division
Subprogramme 5. Trade, economic cooperation and regional integration	Regional Integration, Infrastructure and Trade Division
Subprogramme 6. Gender and women in development	African Centre for Gender and Social Development
Subprogramme 7. Subregional activities for development	Office of the Executive Secretary of the Economic Commission for Africa
(a) Subregional activities in North Africa	Subregional office for North Africa (Rabat)
(b) Subregional activities in West Africa	Subregional office for West Africa (Niamey)
(c) Subregional activities in Central Africa	Subregional office for Central Africa (Yaoundé)

Programme	*Entities*
(d) Subregional activities in East Africa	Subregional office for East Africa (Kigali)
(e) Subregional activities in Southern Africa	Subregional office for Southern Africa (Lusaka)
Subprogramme 8. Development planning and administration	African Institute for Economic Development and Planning
Subprogramme 9. Statistics	African Centre for Statistics
Subprogramme 10. Social development	African Centre for Gender and Social Development
15. Economic and social development in Asia and the Pacific	Economic and Social Commission for Asia and the Pacific
Subprogramme 1. Macroeconomic policy and inclusive development	Macroeconomic Policy and Development Division
Subprogramme 2. Trade and investment	Trade and Investment Division
Subprogramme 3. Transport	Transport Division
Subprogramme 4. Environment and development	Environment and Development Division
Subprogramme 5. Information and communications technology and disaster risk reduction	Information and Communications Technology and Disaster Risk Reduction Division
Subprogramme 6. Social development	Social Development Division
Subprogramme 7. Statistics	Statistics Division
Subprogramme 8. Subregional activities for development	Office of the Executive Secretary, with support for the implementation of activities from the existing subregional offices of the Economic and Social Commission for Asia and the Pacific
(a) Subregional activities in East and North-East Asia	Subregional office for East and North-East Asia
(b) Subregional activities in North and Central Asia	Subregional office for North and Central Asia
(c) Subregional activities in South and South-West Asia	Subregional office for South and South-West Asia
(d) Subregional activities in South-East Asia	Subregional office for South-East Asia
16. Economic development in Europe	Economic Commission for Europe
Subprogramme 1. Environment	Environment, Housing and Land Management Division

Programme	*Entities*
Subprogramme 2. Transport	Transport Division
Subprogramme 3. Statistics	Statistical Division
Subprogramme 4. Economic cooperation and integration	Economic Cooperation and Integration Division
Subprogramme 5. Sustainable energy	Sustainable Energy Division
Subprogramme 6. Trade	Trade and Timber Division
Subprogramme 7. Timber and forestry	Timber Section of the Trade and Timber Division
Subprogramme 8. Housing, land management and population	Environment, Housing and Land Management Division
17. Economic and social development in Latin America and the Caribbean	Economic Commission for Latin America and the Caribbean
Subprogramme 1. Linkages with the global economy, regional integration and cooperation	International Trade and Integration Division in collaboration with the Commission's offices in Washington, D.C., and Brasilia
Subprogramme 2. Production and innovation	Division of Production, Productivity and Management in close collaboration with other divisions and offices of the Commission, in particular the International Trade and Integration Division and the Commission's office in Buenos Aires
Subprogramme 3. Macroeconomic policies and growth	Economic Development Division in collaboration with the Commission's subregional Headquarters in Mexico and Port-of-Spain and its offices in Buenos Aires, Brasilia, Bogota, Montevideo and Washington, D.C., as well as other substantive divisions of the Commission
Subprogramme 4. Financing for development	Financing for Development Division in collaboration with other substantive divisions of the Commission
Subprogramme 5. Social development and equity	Social Development Division
Subprogramme 6. Mainstreaming the gender perspective in regional development	Division for Gender Affairs
Subprogramme 7. Population and development	The Latin American and Caribbean Demographic Centre of the Population Division of the Commission
Subprogramme 8. Sustainable development and human settlements	Sustainable Development and Human Settlements Division
Subprogramme 9. Natural resources and infrastructure	Natural Resources and Infrastructure Division

Programme	*Entities*
Subprogramme 10. Planning of public administration	The Latin American and Caribbean Institute for Economic and Social Planning
Subprogramme 11. Statistics	Statistics Division
Subprogramme 12. Subregional activities in Mexico and Central America	Subregional headquarters for Mexico
Subprogramme 13. Subregional activities in the Caribbean	Subregional headquarters for the Caribbean
18. Economic and social development in Western Asia	Economic and Social Commission for Western Asia
Subprogramme 1. Integrated management of natural resources for sustainable development	Sustainable Development and Productivity Division
Subprogramme 2. Integrated social policies	Social Development Division
Subprogramme 3. Economic development and integration	Economic Development and Globalization Division
Subprogramme 4. Information and communications technology for regional integration	Information and Communications Technology Division
Subprogramme 5. Statistics for evidence-based policymaking	Statistics Division
Subprogramme 6. Advancement of women	Centre for Women
Subprogramme 7. Conflict mitigation and development	Section for Emerging and Conflict-Related Issues
19. Human rights	Office of the United Nations High Commissioner for Human Rights
Subprogramme 1. Human rights mainstreaming, right to development, and research and analysis	Research and Right to Development Division
Subprogramme 2. Supporting human rights treaty bodies	Human Rights Treaties Division
Subprogramme 3. Advisory services, technical cooperation and field activities	Field Operations and Technical Cooperation Division
Subprogramme 4. Supporting the Human Rights Council, its subsidiary bodies and mechanisms	Human Rights Council and Special Procedures Division

Programme	*Entities*
20. International protection, durable solutions and assistance to refugees	Office of the United Nations High Commissioner for Refugees
21. Palestine refugees	United Nations Relief and Works Agency for Palestine Refugees in the Near East
Subprogramme 1. A long and healthy life	
Subprogramme 2. Acquired knowledge and skills	
Subprogramme 3. A decent standard of living	
22. Humanitarian assistance	Office for the Coordination of Humanitarian Affairs
Subprogramme 1. Policy and analysis	Policy Development and Studies Branch in New York and the Inter-Agency Standing Committee secretariat in Geneva and New York
Subprogramme 2. Coordination of humanitarian action and emergency response	Coordination and Response Division and the Central Emergency Response Fund secretariat in New York and External Relations and Support Mobilization Branch in Geneva
Subprogramme 3. Natural disaster reduction	International Strategy for Disaster Reduction and its secretariat
Subprogramme 4. Emergency support services	Emergency Services Branch in Geneva
Subprogramme 5. Humanitarian emergency information and advocacy	Communications and information Services Branch
23. Public information	Department of Public Information
Subprogramme 1. Strategic communication services	Strategic Communications Division
Subprogramme 2. News services	News and Media Division, supported by the Office of the Spokesperson for the Secretary-General and by the network of United Nations information centres
Subprogramme 3. Outreach services	Outreach Division
24. Management and support services	Department of Management and administrative services of United Nations Office at Geneva, United Nations Office at Vienna and United Nations Office at Nairobi

Programme	*Entities*
A. Headquarters	
Subprogramme 1. Management services, administration of justice and services to the Fifth Committee of the General Assembly and to the Committee for Programme and Coordination	Office of the Under-Secretary-General for Management; secretariat of the Administrative and Budgetary (Fifth) Committee of the General Assembly and Committee for Programme and Coordination
Subprogramme 2. Programme planning, budget and accounts	Office of Programme Planning, Budget and Accounts
Subprogramme 3. Human resources management	Office of Human Resources Management
Subprogramme 4. Support services	Office of Central Support Services
Subprogramme 5. Information and communications technology strategic management and coordination	Office of Information and Communications Technology
Subprogramme 6. Information and communications technology operations	Office of Information and Communications Technology
B. United Nations Office at Geneva	
Subprogramme 2. Programme planning, budget and accounts	Financial Resources Management Service
Subprogramme 3. Human resources management	Human Resources Management Service
Subprogramme 4. Support services	Central Support Services
Subprogramme 6. Information and communications technology operations	Information and Communication Technology Service
C. United Nations Office at Vienna	
Subprogramme 2. Programme planning, budget and accounts	Financial Resources Management Service
Subprogramme 3. Human resources management	Human Resources Management Service
Subprogramme 4. Support services	General Support Section and Procurement Section of the Division for Management
Subprogramme 6. Information and communications technology operations	Information Technology Service
D. United Nations Office at Nairobi	
Subprogramme 2. Programme planning, budget and accounts	Budget and Financial Management Service

Programme	*Entities*
Subprogramme 3. Human resources management	Human Resources Management Service
Subprogramme 4. Support services	Support Services Service of the Division of Administrative Services
Subprogramme 6. Information and communications technology operations	Information and Communication Technology Service of the Division of Administrative Services
25. Internal oversight	Office of Internal Oversight Services
Subprogramme 1. Internal audit	Internal Audit Division
Subprogramme 2. Inspection and evaluation	Inspection and Evaluation Division
Subprogramme 3. Investigations	Investigations Division
26. Jointly financed activities	
A. International Civil Service Commission	International Civil Service Commission
B. Joint Inspection Unit	Joint Inspection Unit
C. United Nations System Chief Executives Board for Coordination	United Nations System Chief Executives Board for Coordination
27. Safety and security	Department of Safety and Security
Subprogramme 1. Security and safety coordination	Division of Safety and Security Services
Subprogramme 2. Regional field coordination and support	Division of Regional Operations and Field Support Service